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Annex "A," Subparagraph 1q,
Sociological Background

PUBLIC WELFARE

I. INTRODUCTION

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Under the Nationalist Government during the war years (1937-1945), the first and foremost agency in the work of public welfare was the National Relief Commission. It was the pivot upon which China's machinery of relief and rehabilitation depended. Through its various efforts from 1938 to 1944, a reported 30,152,131 war and famine refugees were benefited.[1] In addition to immediate war and disaster relief, it operated clinics, occupational relief works, and organizations for the training and care of children. A number of private and semi-private welfare and relief agencies were active, and most of these were founded to meet the needs of war time conditions.[2] For women and children, there were the National Association for Refugee Children, the National Child Welfare Association of China, and the Women's Advisory Council. For Servicemen, there were the Friends of the Wounded Society and the YMCA Emergency Service to Soldiers. And for general war work

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1. China Handbook 1937-1945, compiled by Chinese Ministry of Information, New York, Macmillan, 1947, pp. 521-37.
2. Ibid.

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731 657 there were the China Wartime Relief Association and the National Chinese Women's Association for War Relief. Foreign agencies such as the United China Relief and the American Red Cross in China, and British and Canadian contributions distributed through various mediums, also helped to aid China in her distress.

657 The Ministry of Social Affairs as a department under the Executive Yuan of the Nationalist Government was established in November 1940. Throughout the 1940's, during the war years in Chungking as well as in the postwar years in Nanking, this ministry led and guided the development of public welfare and helped to co-ordinate the work of the relief and welfare organizations. The following chart will give some idea of the state of public welfare in 1947 in North China.[3]

3. Chung-hua Min-kuo T'ung-chi Nien-chien [Statistical Yearbook of China], Nanking, Bureau of Statistics, 1948, pp. 365-72.

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RELIEF AND WELFARE ORGANIZATIONS IN NORTH CHINA

(June 1947)

	Relief Organizations	Farmers' Welfare Societies	Child Welfare Units	Social Service Offices	Employment Agencies	
					Independent	Auxiliary
Hopei	86	3	19	7	---	---
Shansi	10	8	14	23	---	---
Peiping	44		10	1	---	---
Tientsin	72	1	62	1	2	1
Total	212	12	105	32	2	1

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657 On November 9, 1943, China became a member of the United Nations Relief and Rehabilitation Administration (UNRRA). The Chinese National Relief and Rehabilitation Administration (CNRRA), as a department of the Nationalist Government on the ministerial level, was established in January 1945, as was the China Office of UNRRA. In co-operation the two administrations planned and worked on the gigantic problems of the relief and rehabilitation of postwar China.[4] Despite the great contribution to Chinese welfare resulting from the efforts of peaceful projects of this sort, the Chinese National Relief and Rehabilitation Administration was suspended when the Chinese Communists became the victors on the mainland of China, although such efforts, had they continued, might well have been used by the Communists for purposes of their own.

II. CALAMITIES SINCE 1949

731 Since the establishment of the Communist regime in China, many natural disasters have occurred. Droughts, floods, locust and insect invasions, frost, windstorms, and hail-storms have caused famines in the rural districts and

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4. China Handbook 1937-1945, pp. 538-41

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744 organization under their control and moved it to Peking. In August 1953, a conference of tuberculosis-prevention workers was called and certain tasks and policies of the association were outlined. More than one hundred tuberculosis-prevention units throughout China Mainland are reported to be affiliated with this organization.[16]

IV. RELIEF AND RELIEF POLICIES

657 During the convention of the National People's Congress in September 1954, Hsieh Chüeh-tsai, Minister of Internal Affairs under the Communist regime, made a report on the state of relief and welfare on the China Mainland. After alluding to the expanse and severity of natural calamities from 1949 to 1954, he reiterated the stand and policies of the Chinese Communist Government in conducting relief work. The first effort was to mobilize the masses in the prevention of drought, frost, harmful insects, and floods. Secondly, when disaster strikes, the people would be expected to "help themselves through production," "to economize during the famine period," and "to offer mutual-aid." Only when it was absolutely necessary would the government proffer outright relief.[17]

In discussing public welfare and relief in Communist China, it is necessary to recognize

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16. Ibid., pp. 211-12.
17. Ibid.

657 how the Communists interpret certain common terms. The word relief, although generally taken to mean "money or necessaries given to people who are in need,"[18] to the Communists carries no implication of unconditional succor. Their basic relief policy, including emergency relief, is "self-help-through-production," and their basic relief method is the substitution of work for relief. For they hold that the state is omnipotent and the individual is subjugated to the state. Therefore, even in relief work their emphasis is on production for the construction of the state rather than for human needs. Most of their projects for water conservation, road building, and the laying of railroads have drawn upon famine refugees to supplement the labor force.[19]

657 In the summer of 1950, the Chinese Com-
464 munist Government at Peking issued several documents concerning relief work. In the cities the problem of increasing unemployment was pressing, and in the rural areas famine was serious. The urban unemployed were ordered to register, and labor employment offices were set up in the cities. "Self-help-through-production" was one of the widely advertised slogans.

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18. H. P. Fairchild, Dictionary of Sociology and Related Sciences, Ames, Iowa, Littlefield, Adams & Co., 1955, p. 255.

19. Relief Work Under the Chinese Communists, pp. 9-12.

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657 464 In many counties of Hopei Province in 1951, drought and insects caused widespread famine, and the peasants drifted to nearby cities in search of relief. In one county it was reported that a total of 1,422 people from 61 villages abandoned their homes, and this number included 160 who were village cadres.[20] In Tientsin, new jobs were created to absorb the refugees; in 1951, authorities in Tientsin claimed to have found work for 148,100 refugees. Authorities in the North China Region claimed to have found work for 300,000 refugees in the period 1950-52. The Communists also claimed to have "reallocated" 20,000 beggars, pickpockets, and vagrants and "reformed" 2,000 prostitutes during the same period.[21] The Tientsin municipal government claimed to have established forty-five vocational training classes from which some 9,800 trainees had been graduated. Provisions were made for the care and housing of 14,000 old people, vagrant children, and beggars.[22]

548 464 The local branches of the Federation of Democratic Women were especially active in Peking and Tientsin. As early as December 1949, the federation, in co-operation with several offices of the municipal government, closed some 385 brothels in Peking, confiscated

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20. Hopei Daily, May 15, 1951, p. 1.

21. T'ien-ching Jih-pao [Tientsin Daily], Octoboer 7, 1952, p. 4.

22. Ibid., Sept. 30, 1952, p. 3.

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548 the property of brothel-owners, and began to train
464 the prostitutes for work in factories. Some 2,000 prostitutes were taken into custody and placed in eight vocational training centers. About 400 persons who derived their income from brothels were sentenced by local courts.[23]

The Tientsin Federation of Democratic Women undertook to further the employment of women workers. In a three-year progress report in September 1952, the federation claimed to have placed some 8,000 women workers, conducted twenty vocational training classes from which 4,000 women were graduated, and formed various production units to employ the services of a number of women.[24]

V. CHILD WELFARE

527 The Nationalist Government, following
•657 the practice of dedicating one day in the year to the nation's children, promulgated April 4 as Children's Day in 1931. The new regime changed this date to June 1, in accordance with a decision made by the International Democratic Women's Federation at Moscow in 1949.[25]

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23. People's Handbook 1950, Shanghai, Section 7, p. 20.

24. Tientsin Daily, Sept. 24, 1952, p. 1.

25. Hung Hsin-t'ao, Chi-nien Chieh-jih Shih-shih Tzu-liao [Historical Resources on Memorial Days], Shanghai, 1953, Vol. I, pp. 180-83.

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527 657 Children's Day as it is celebrated in the United States and in Great Britain was branded as capitalistic -- i.e., not designed for the welfare of the children of the laboring classes. Around June 1 each year, Communist propaganda media are mobilized for the promotion of child welfare, praise of the "happy state" of children in Communist China and in the Communist bloc of nations, and derogatory references to the "plight" of children in free countries. At this time in most large cities on the China Mainland health examinations for children are conducted. In the period 1950-52, according to a Communist report, more than 1,000,000 children throughout China received health examinations.[26]

To celebrate Children's Day in 1953, a special meeting was held in Peking. In addition to 600 delegates from primary and junior middle schools, the meeting was attended by 100 foreign youths from the various legations and embassies. Vice-mayor Wu Han told the assembled group that in Peking alone some 300,000 children were attending primary and secondary schools, and that of this number some 80,000 had, "gloriously", become members of the Young Pioneers. For younger children, the report added, 190 creches had been established, and Peking Municipality was providing special hospitals, swimming pools, athletic fields, and a dramatic school.[27] Some 3,000 children gathered for

26. Hsin-hua Jih-pao [New China Daily], Chungking, May 30, 1953, p. 3.

27. Tientsin Daily, June 1, 1953, p. 1.

527 657 the celebration of Children's Day 1953 in Tientsin. Present were the mayor of Tientsin, representatives of the local Communist Party and the Youth Corps, and "fighting heroes" and "labor models." The mayor reported that the number of primary schools in Tientsin had increased; the enrollment of 248,000 children was double that of the year before. The various kindergartens and nursing schools in Tientsin were charged with the care of 10,840 younger children.[28]

657 183 The first conference of workers for the welfare of women and children was convened October 3-12, 1951, under the aegis of the All-China Democratic Women's Federation. With national production the prime concern, the conference decided that the objective of welfare work was to serve the masses of working women and their children. Its principal tasks were to promote better health and better health conditions and to solve the problems that arose in the rearing and education of the children of working people. At the confernece it was reported that some 15,700 child welfare organizations, including creches, kindergartens, and relief institutions, had been established on the China Mainland. Another report claimed that in the two years ending November 1951, some 4,340 persons had been trained in child-care and 3,743 had been trained to care for both women and children. In the same period, 7,295,095 persons

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28. Ibid.

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657 were reported to have seen the 128 exhibits
185 arranged by propaganda agencies to promote general health.[29]

By the end of 1952, the Communists asserted, there were 34,000 public welfare agencies for women and children throughout the Mainland, with additional mobile units organized under all the provincial governments. In mining and construction centers, in other enterprises, in organizations and schools, 2,738 creches were in operation in 1953; in cities, 4,346 "street creches" had been established, and in the rural areas 148,200 creches had been organized to care for some 850,000 children from families engaged in agriculture.[30] During the annual convention of the Chinese People's National Committee for the Protection of Children, held in Peking in October 1954, the secretary of the committee reported that there were 425,000 younger children in the kindergartens, and the primary schools had been thrown open to the children of farmers and industrial workers. During the previous year, some 3,000 books for children had been published and nine picture-story (comic strip) periodicals were in circulation for younger readers. In the year 1953, the same report stated, 26 motion pictures for children had been circulated, including some films imported from Russia for which the

29. New China Daily, May 30, 1953, p. 3.
30. Ibid., April 18, 1953, p. 4.

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185 narration and dialogue had been dubbed in Chinese.[31]

VI. AID TO FAMILIES OF "MARTYRS" AND SERVICEMEN

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736 In Communist China, aid to the families of "martyrs" and servicemen has been given a great deal of publicity. Concern for the welfare of the members of the armed forces and their families is specified in Article 25 of the Common Program, one of the first documents ratified by the Peking regime. It states: "Dependents of those who have given their lives for the revolution and members of the revolutionary forces who are in need shall receive preferential treatment from the state and from society. The People's Government shall make appropriate arrangements for disabled or retired servicemen who have participated in the revolutionary war, providing them with means of livelihood or with occupation."[32] However, the fact that the nationwide campaign did not begin until late 1950 indicates that the need for provisions of this sort increased during the fighting in Korea.[33] On December 11, 1950, the Ministry of Internal Affairs promulgated five sets of regulations providing compensation for dependents of service-

31. Kuang-ming Jih-pao [Enlightenment Daily], Nov. 27, 1954, p. 1.

32. The Important Documents of the First Plenary Session of the Chinese People's Political Consultative Conference, Peking, Foreign Languages Press, 1949, p. 10.

33. Relief Work Under the Chinese Communists, p. 18.

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VII. CONCLUSION

657 In almost all documents concerning public welfare and relief in Communist China the emphasis is on production and labor power rather than on human life. In regard to famine relief in the rural areas as well as unemployment relief in the cities, the people are asked to save themselves by "self-help-through-production." Even in concern for the welfare of women and children, concern is manifest only for the increase in labor power which may result. In the charter of the People's Relief Administration, Article 2 explains its function in the following sentence: "This administration is an organization of the people under the leadership of the Central People's Government to unite and guide... relief and welfare workers to help the Government in the organization of the masses for the promoting of production and economy, labor and mutual-aid, so that the relief and welfare works for the masses of the people shall be enhanced."[39]

When one understands the Communists' attitude toward public welfare, it is easier to grasp the overwhelming plight of those within the Soviet orbit who become its victims. Perhaps no written passage could illuminate the situation so vividly and succinctly as a parable recounted in one of the ancient Chinese classics.

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39. Hopei Daily, Paoting, May 5, 1950, p. 1.

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"In passing by the side of Mount Thai, Confucius came on a woman who was wailing bitterly by a grave... 'Your waling', said he, 'is altogether like that of one who had suffered sorrow upon sorrow.' She replied, 'It is so. Formerly, my husband's father was killed by a tiger. My husband was also killed...and now my son has died in the same way.' The Master said, 'Why do you not leave...[this] place?' The answer was, 'There is no oppressive government.' The Master then said [to his disciples], 'Remember this, my little children. Oppressive government is more terrible than tigers."[40]

Have man-made disasters in Communist China become fiercer than nature's floods and droughts? This may well be the reason so many prisoners of war in Korea did not choose to return to the China Mainland.

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On April 4, 1950, in Taipei, the capital of Formosa, an organization called the Free China Relief Association was formed. Its purpose is to aid Chinese refugees from the Mainland and some of the people still suffering under Communist rule. In the past five years, the asso-

40. James Legge, tr., The Liki (The Book of Rites), Oxford at the Clarendon Press, 1885, Vol. 27, in The Sacred Books of the East, ed. by F. Max Müller, pp. 190-91.